DEVELOPING STRATEGIES FOR DETERMINING LAND USE ADJACENT TO TRANSIT STATIONS IN METROPOLITAN DADE COUNTY

A THESIS

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ABSTRACT

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Developing Strategies for Determining Land Use Adjacent to Transit Stations in Metropolitan Dade County

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This paper addresses the need for land use management in the Office of Transportation Administration (OTA). There is a need for land use management because control of land development around transit stations does not presently exist in Dade County.

The study suggests that land uses and transportation systems have a high degree of interdependency, in that changes in one often have a direct effect on the other. Improvements in transportation systems can serve as an impetus for land development. However, the management of such development is typically not addressed.

The study suggests there is a need for land use management in OTA. Therefore, recommendations are made that will assist Dade County in developing station area plans that are consistent with the existing environment.

I. INTRODUCTION

The successful development of a community as a desirable place to live, work, and play, to a large extent, depends upon how effectively and efficiently its transportation system provides for the movement of people.

Transportation facilities play three major roles in urban development. First, the transportation system is a mover of people and goods. Secondly, it is a physical tool for directing and shaping urban development. Thirdly, when combined with other tools, transportation facilities can be effectively used in meeting social, economic, and environmental needs and in creating a major influence on metropolitan life styles.

Ideally, the planning for an effective and efficient transportation system should take place within the context of a well defined plan. Such a plan should express the community's sense of priorities as well as immediate and long-range goals and objectives.

Recognizing that an improved transportation system would be needed to accommodate its rapidly growing population, Dade County sponsored a series of technical studies called the Miami Urban Area Transportation Studies (MUATS).

MUATS was organized in 1963 to provide Dade County

with a continuous and comprehensive transportation planning process. In 1969, MUATS completed its initial comprehensive planning effort and proposed the development of a balanced transportation network to meet transportation needs for 1985.

The citizens of Dade County have made several decisions during recent years which, to a significant degree, will control the direction and priorities of the transportation system. The first decision led to deletion of six of the proposed expressways. The second decision led to a series of transit technical studies in 1969.

On the basis of these studies, the voters of Dade County approved a bond issue in 1972 to provide the local share for building a unified transportation system, including a rapid transit system and an improved bus system.

In this paper, the writer will address the need for land use management in the Office of Transportation Administration (OTA) where the writer served as an intern.

The purpose of this paper is to develop strategies for station area land use management. These plans will be the basis on which policies will be developed to guide land use management around transit stations.

The Goals and Objectives of This Research Are:

1. To acquaint the reader with the comprehensive transportation planning process on Metropolitan Dade County.

2. To identify those factors that affect the development plans for proposed station areas.

3. To develop recommendations for determining land use adjacent to transit stations in Metropolitan Dade County.

Setting

The Metropolitan Planning Organization (MPO) was established on March 23, 1977. It has the power, authority, and responsibility to plan for a continuing, cooperative, and comprehensive transportation planning and programming process in cooperation with the State.

The Governor of Florida appointed members of the Dade County Board of County Commissioners (BCC) as voting members of the MPO. The MPO has the exclusive responsibility for making final decisions on all policy matters relating to transportation plans and programs. It also has the authority to contract with local agencies utilizing their staff resources. One such agency is the Transportation Planning Council (TPC).

TPC members are selected from the department heads of County departments participating in the transportation planning process. The TPC is a mission-oriented structure, designed to develop and maintain a transportation system consistent with the Comprehensive Development Master Plan (CDMP). The TPC may be thought of as the production arm of the MPO.

Methodology

In order to gather information relevant to this study,

the researcher employed both primary and secondary data collection techniques.

Interviews were used as a primary data collection technique. Transportation planners from the Metropolitan Atlanta Regional Transit Authority (MARTA) and the Atlanta Regional Commission (ARC) were interviewed.

Data collected during the internship was also used. This information includes interviews as well as written reports.

Secondary data was gathered from numerous sources. A variety of books, magazine articles, and documents were used for the purpose of providing the researcher with information on the planning process, mass transit planning, and land use development in Metropolitan Dade County.

Due to time constraints, the writer examined seven of the twenty transit station areas. These stations were selected because they represent the greatest diversity of land use.

The study proceeded by examining land use policy. After analyzing both existing and proposed land use plans criteria were established to guide land use management of areas adjacent to transit stations.

II. OVERVIEW OF THE URBAN TRANSPORTATION PLANNING PROCESS

Transportation is a powerful force, a basic kind of organizing tool underlying all national activity. Much of the social, political, and economic well-being of the nation is dependent on the transportation system.

Efficient transportation has become one of the major challenges confronting the modern urban region. The vitality of an area relates directly to the quality of its transportation services.[1]

Modern transportation planning began in 1900 with the Burnham Plan for Chicago; this plan was essentially a city beautiful plan which incorporated the transportation needs of Chicago.[2]

In 1920, comprehensive transportation planning was practiced by the Regional Plan Association of New York City. Planning as a national activity did not begin until the 1930s. It consisted of two kinds: (1) comprehensive planning and (2) highway planning. At that time planning was primarily undertaken with regard to railroad problems, since railroads dominated the national transportation scene.

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[1]M. J. Bruton, Introduction to Transportation Planning, (New York: Anchor Press & William Brendon, 1970), p. 13.

[2]Milton Pikarsky and Daphne Christensen, Urban Transportation Policy and Management, (Chicago: D. C. Heath and Company, 1976), p. 59.

Urban transportation planning began on the local level with the Chicago Area Transportation Study (CATS) and Penn Jersey. CATS was formed to analyze existing travel behavior, to forecast future requirements of the metropolitan region and to recommend long-range plans for needed highways and mass transportation facilities.[3]

Increased federal involvement in urban transportation planning began with the Housing Act of 1961, which provided funds for integrating transportation with community planning. The following year the Federal Highway Act of 1962 set a deadline of July 1, 1965, by which time all metropolitan areas with a population of 50,000 or more were required to plan a comprehensive transportation plan embracing all modes of travel and taking land use plans into consideration.[4]

As a result of the above policy, a number of states created ad hoc organizations to develop metropolitan transportation plans. New York State, with seven metropolitan areas, set up the Upstate New York Transportation Studies in 1962. The Tri-State Transportation Committee was formed to prepare plans for the six major upstate areas in cooperation with New Jersey and Connecticut. At the same time transportation planning was developing as a discipline. The federal government began favoring regions for grants that had planning councils such as the Council of Governments (COG) and the Regional

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[3]Ibid., pp. 60-62.

[4]Roger L. Creighton, Urban Transportation Planning, (Chicago: University of Illinois Press, 1972), p. 131.

Planning Commission (RPC).[5] By 1970 there were 476 such organizations. Today, every metropolitan area has at least one major planning body.

> Urban Transportation Planning is an interdisciplinary process of developing and monitoring long- and short-range transportation plans and transportation improvement programs which are formulated with due consideration to their probable social, economic, and environmental effects and the safety and mobility needs of the population of the urban area.[6]

The Urban Mass Transportation Act of 1966 required that urban transportation be coordinated with an area's Comprehensive Development Plan. The Office of Management and Budget (OMB) developed guidelines in 1969, which required that any request for federal funds be reviewed by an official comprehensive planning agency in a process called the A-95 review.

In 1975, in an attempt to promote better coordination, the Department of Transportation (DOT) requested that each state governor designate the Metropolitan Planning Organization (MPO) as the official agency for highway and UMTA planning.

The National Mass Transportation Assistance Act assists communities in preserving and revitalizing their mass transit systems through the Technical Studies Program.[7] Technical

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[5]Pikarsky and Christensen, Urban Transportation Policy and Management, p. 64.

[6]U. S. Department of Transportation, Federal Aid Highway Program Manual, Volume 4, chapter 4, section 2, (October 20, 1978).

[7]U. S. Department of Transportation, "UMTA's Role in Transportation Planning," Highway and Urban Mass Transportation, (September, 1978), p. 26.

Studies Grants are given to public bodies and agencies for long-range transportation planning studies, short-range transit development programs, preliminary engineering activities, and special studies.

Activities supported under this program include:

1. Long-range transportation planning that defines the general framework or direction within which detailed transportation plans for highway and transit are developed.

   a. The initial phase of the long-range transportation planning study sets the basic framework for subsequent planning activities.

   b. The continuing phase is an ongoing planning program that follows completion of the basic study.

   c. The plan refinement phase consists of identifying the long-range transportation plan on a project-by-project basis. The plan is refined to enable decisions to be made on priorities for implementation.

2. Short-range transportation studies:

   a. The Transit Development Program is a short-range study for the development of a unified mass transportation system for an urban area consistent with comprehensive and long-range transportation planning. This program generally covers a five to ten year development period.

   b. The Immediate Action Program is usually triggered by a crisis situation.

3. Grants which are available for preliminary engineering studies of individual rapid transit lines and equipment.

4. Special studies:

   a. Transit need studies of Model City areas.

   b. New towns transportation studies.

c. Airport access studies.

d. Collection-distribution studies.[8]

Throughout the Technical Studies Program UMTA has been working closely with the Federal Highway Administration (FHWA), the Federal Aviation Administration (FAA), and with HUD to provide for more effective coordination of different modes of transportation.

At the heart of UMTA's effort is the concept that planning must be cooperative and that the development of coordinated transportation planning work programs will foster sufficient cooperation to achieve a meaningful transportation planning process.

UMTA anticipates that with the continued cooperation of FHWA, FAA, and HUD we will continue to make progress in achieving totally coordinated and cooperative transportation programs throughout the nation.

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[8]Ibid., p. 27.

III. MASS TRANSIT PLANNING IN DADE COUNTY

Dade County is a transportation-oriented community. Since its major growth coincided with the spread of the automobile, its configuration was designed to accommodate this mode of transportation. This resulted in a high degree of urban sprawl and high automobile ownership rates.

Mass transportation in Dade County is provided by two public companies: the Metro Transit Authority, which provides over ninety percent of all public transit service in Dade County, and the Coral Gables Municipal System.

> Mass transit may be defined as all forms of public ground transportation designed to handle large numbers of people in shared vehicles. Mass transit includes all traditional systems such as buses, rapid transit systems, trolley cars, etc.[9]

Since the 1950's, Dade's transportation has failed to keep pace with its rapid population growth. Recognizing the inadequacy of its road network, the county planned a series of new expressways and presented it to the public in 1972. When the public indicated dissatisfaction with the proposed roads, Dade County engaged in a study to identify how to solve its transportation problems. This time a balanced system of expressways, buses, and a rapid transit system was recommended

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[9]Florida, Comprehensive Development Master Plan for Metropolitan Dade County, March 1975, p. 163.

and in 1972 approved by a two to one vote as part of the Decade of Progress bond issue.

With local funds now available and with UMTA's concurrence, the county in 1973 selected Kaiser Engineers as consultants to prepare a preliminary engineering study for the transit system.[10] A series of eight Milestone reports were developed covering all aspects of the system. The eight reports are listed below:

1. General Systems Concept and Criteria
2. Vehicle Technology
3. Development and Land Use Policy
4. Relocation and Right-of-Way Acquisition Policies and Procedures
5. Route Alignment and Station Location
6. Safety and Security
7. Architectural and Urban Design
8. Final System Plan

Preliminary engineering was completed in March 1976 with the publication of the Final Project Report.

On March 4, 1975, the county manager filed an application on behalf of Dade County with the United States Department of Transportation, to aid in financing a capital improvement project. The description of the project that was adopted is as follows:

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[10]Florida, Final Environmental Impact Statement Metropolitan Dade County Rail Rapid Transit Project, 1977, pp. IV, II-III.

a. Design and construction of a fixed-guideway rapid transit system, to be implemented in three stages. Complementary to this rapid transit system is the completion of a grade-separated bus transitway and a non-grade-separated busway.

b. Construction of maintenance facilities and a 2½-mile test track.

c. Procurement of needed rolling stock, control and communications systems and subsystems.

d. Pre-operational expenses.

In March of 1976, the United States Department of Transportation made a commitment to fund final design and construction of a rail transit system in Dade County (see map on page 13). However, they felt that an additional level of analyses was needed to reduce the cost of the system. This planning phase was called Priority Engineering and Operational Analyses (PEOA).

Several levels of screening of alternative systems were conducted during PEOA with the objective of reducing the cost of the system. PEOA was completed in October, 1976.

Planning for transportation in Dade County can be summarized according to the calendar presented on page 14.[11]

Metropolitan Dade County, encompassing the greater Miami area, is engaging in a major mass transit revitalization and development program over the next ten or more years; the objective of this effort is to provide the region with an integrated public transportation system. The system will

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[11]Ibid., pp. IV, V-VI.

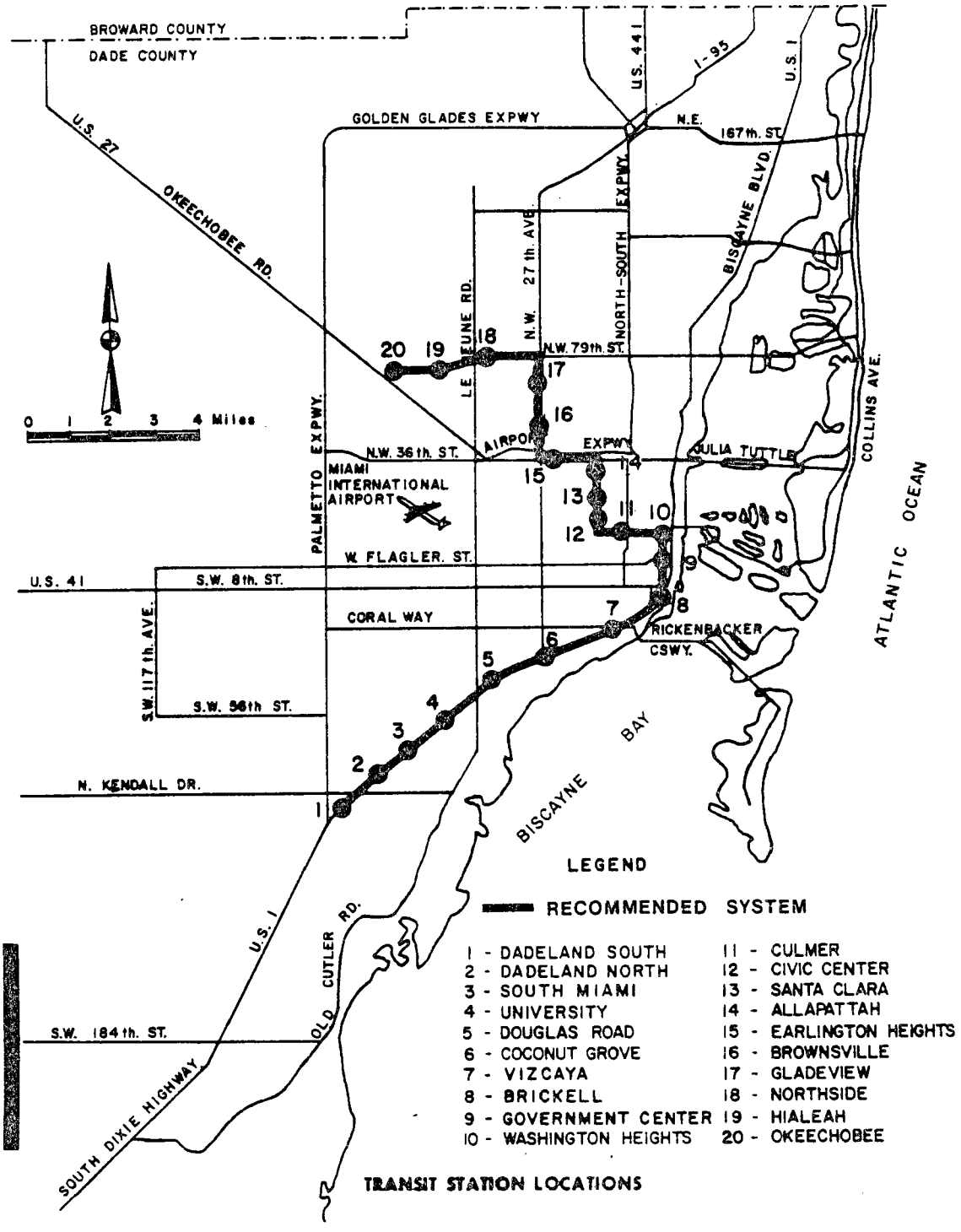
BROWARD COUNTY
DADE COUNTY
U.S. 27
OKEECHOBEE RD.
GOLDEN GLADES EXPWY
U.S. 441
I-95
U.S. 1
N.E. 167th. ST.
BISCAYNE BLVD.
NORTH-SOUTH EXPWY.
N.W. 27th AVE.
LE JEUNE RD.
N.W. 79th. ST.
COLLINS AVE.
ATLANTIC OCEAN
0 1 2 3 4 Miles
N.W. 36th. ST.
AIRPORT EXPWY.
JULIA TUTTLE
PALMETTO EXPWY.
MIAMI INTERNATIONAL AIRPORT
W. FLAGLER. ST.
U.S. 41
S.W. 8th. ST.
CORAL WAY
RICKENBACKER CSWY.
S.W. 117th. AVE.
S.W. 56th ST.
N. KENDALL DR.
BISCAYNE BAY
U.S. 1
OLD CUTLER RD.
S.W. 184th. ST.
SOUTH DIXIE HIGHWAY
LEGEND
RECOMMENDED SYSTEM
1 - DADELAND SOUTH
2 - DADELAND NORTH
3 - SOUTH MIAMI
4 - UNIVERSITY
5 - DOUGLAS ROAD
6 - COCONUT GROVE
7 - VIZCAYA
8 - BRICKELL
9 - GOVERNMENT CENTER
10 - WASHINGTON HEIGHTS
11 - CULMER
12 - CIVIC CENTER
13 - SANTA CLARA
14 - ALLAPATTAH
15 - EARLINGTON HEIGHTS
16 - BROWNSVILLE
17 - GLADEVIEW
18 - NORTHSIDE
19 - HIALEAH
20 - OKEECHOBEE
TRANSIT STATION LOCATIONS

TABLE 1

DADE COUNTY'S TRANSPORTATION PLANNING CALENDAR

1969	First phase of the Miami Urban Area Transportation Study (MUATS) was completed. A rapid transit system of 48 miles is recommended, as well as nine new expressways.
1971	Transit studies are completed with a recommendation for an $800 million rapid transit system.
1972	Public dissatisfaction with the expressway plan resulted in the 1974 Controversial Corridor Study and the reduction of $800 million of additional expressways. Voters approved a $132.5 million bond issue to provide the local share of construction of a rapid transit system.
1973	Preliminary engineering of the rapid transit system began.
1976	Preliminary engineering is completed.
1976	USDOT and UMTA made a commitment to fund the system, subject to a number of conditions including the circulation of Environmental Impact Statement.
1976	PEOA was initiated to reduce the cost of the rapid transit system.

SOURCE: Florida, Final Environmental Impact Statement Metropolitan Dade County Rail Rapid Transit Project, 1977.

incorporate elevated trains, busways, special bus lanes, people movers, increased local bus service and other types of mass transit services.

Section IV examines seven station areas and those factors that affect station area development.

IV. DESCRIPTIVE ANALYSES OF SEVEN STATION AREAS

Brownsville Station

The Brownsville Station is one of three rapid transit stations located in the Model City Community of unincorporated Dade County. The station's support facilities (parking, bus and dropoff areas) will be located on a presently vacant site on the west side of Northwest Twenty-seventh Avenue. Both Northwest Twenty-seventh Avenue and Fifty-fourth Street are major arterial roadways featuring scattered commercial activities. These commercial businesses include neighborhood stores and fast food establishments.

The areas east and west of Northwest Twenty-seventh Avenue differ in their character and intensities of development. East of Northwest Twenty-seventh Avenue are higher residential densities and a number of public buildings, including the Joseph Caleb Community Center, Ward Towers (a county operated public housing project for the elderly), and three schools. West of Northwest Twenty-seventh Avenue, the land is primarily used for single family homes, duplexes, and low intensity businesses. Scattered tracts of vacant land, both small and large, are a major component of the physical make-up of the entire station area.

The resident population is almost entirely Black, and, on the average, relatively young, with almost half under twenty-one years of age. Income levels range from low to moderate.

While the Brownsville Station area has not experienced much growth in recent years, the area has benefited from publicly-financed projects which include new housing and community facilities.

Other improvements were made with Community Development Funds; these included street widening, resurfacing, street lighting, and installation of storm sewers and gutters. Most of these improvements took place within the Superblock area of Northwest Twenty-seventh and Twenty-second Avenues and Northwest Fifty-fourth and Forty-sixth Streets. Funds have been allocated for low-interest loans for commercial and residential rehabilitation. Community Development Funds will be used to finance a combination of pedestrian/bicycle paths.

In addition, a new housing project totaling eleven single family homes was recently completed within the Superblock.

Land Use

The Brownsville Station is located in the immediate vicinity of two heavily traveled, commercially developed streets, Northwest Twenty-seventh Avenue and Northwest Fifty-fourth Street. The nine-acre station site is presently the

largest single vacant site in the area.

North of the station site is an auto tire dealer occupying the entire block from Northwest Fifty-third to Northwest Fifty-fourth Street.

Along the southern edge of the station are five single-family homes and a duplex. West of the station site the area largely consists of single-family homes with non-residential uses such as churches and neighborhood stores.

Zoning

The zoning pattern of the Brownsville Station area does not always reflect the intensity of the existing development pattern. Some areas are zoned for greater densities of development than exist. Large areas south of Northwest Forty-eighth Street, both east and west of Northwest Twenty-seventh Avenue, are zoned for duplexes but are developed primarily with single-family homes. In addition, twenty-two percent of the residential land is zoned for Bungalow Courts, an obsolete tourist category no longer utilized by the county. Although over one-quarter of the area is zoned for duplexes, only five percent of the area is actually developed with duplexes.

In the rest of the station area, zoning changes are scarce, indicating limited construction activity. Most changes include business classifications for neighborhood oriented business activities at ground level with residences above.[12]

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[12]Florida, Brownsville Station Area Profile, Metropolitan Dade County Station Area Design and Development, November 1978, pp. 3-5.

Analysis

New zoning ordinances should be created to complement both neighborhood and station area development. Some areas are zoned for greater densities of development than exist. These areas should be studied to determine if the areas can accommodate higher densities than those presently existing and whether this is desirable.

Civic Center Station

Located within the City of Miami at the intersection of Northwest Twelfth Avenue and Northwest Sixteenth Street is the Civic Center Station. This station will serve the largest concentration of hospital and medical-related facilities and governmental offices in Florida.

The Veterans Administration (VA) and Jackson Memorial Hospitals are located to the west and east of the station, while Cedars of Lebanon Hospital is two blocks south at Northwest Fourteenth Street and Northwest Twelfth Avenue. A complex of State and County governmental offices is located south of Northwest Fourteenth Street and west of Northwest Twelfth Avenue.

North of the station site, along Northwest Twentieth Street, is a concentration of municipal and county service facilities including the Department of Sanitation, a solid waste transfer station, City Motor Pool and West Dunbar Elementary School at Northwest Twentieth Street and Northwest Seventh Avenue. East of the Civic Center area are various

medical research facilities, professional offices, restaurants, retail offices, scattered single-family homes and apartment buildings. Several large vacant sites exist along Northwest Eighth and Northwest Ninth Avenues, constituting only twenty percent of the total Civic Center Station area.

West of the Civic Center is the area's largest concentration of residential uses. This area includes moderate density apartments mixed with low density single-family and duplex residences. The majority of vacant sites are located along Northwest Fourteenth Avenue between Northwest Fifteenth and Northwest Eighteenth Streets. Several of these parcels are privately operated tropical plant nurseries.

Population characteristics for the station area illustrate that more than fifty percent of the residents are of Latin origin, and only seventeen percent are Black. Incomes in the area are above the City average, and only twelve percent of the families have incomes at or below poverty level.

Land Use

Within the Civic Center area the hospitals have over half of the total institutional employment (9,500 jobs out of 18,354). Visitors to the Civic Center have access to four institutions. The V. A. Hospital attracts 5,000 visitors per day; Jackson Memorial Hospital, the State Office Building and the County Metro Justice Building each attract 3,500 visitors daily.

Although the station area has been an institutional

complex, recent diversification of activities and uses has included rental apartments, hotel rooms and commercial services. East of Northwest Tenth Street is a small collection of private retail services including cafes, a laundry, a book store and private offices. Given the number of employees and visitors to the Civic Center area, there appears to be a potential for additional, similar uses.

Zoning

The zoning districts which exist west of Northwest Twelfth Avenue permit development intensities fifty to one hundred percent greater than those of the districts to the east. This illogical pattern of intensities also occurs east of the Civic Center, where high density zoning exists within one block of moderate density apartment districts, low density residential zones and a commercial district.

The maximum permitted densities based on zoning for all uses are far greater than those existing. There are over 4,200 dwelling units in the Civic Center area, but current zoning would permit over 23,000 units.[13]

Analysis

The Civic Center Area is unique, due to the fact that most of the property in the station area is publicly owned. As a result, the city can encourage and control specific

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[13]Florida, Civic Center Station Area Profile, Metropolitan Dade County Station Area Design and Development, October 1978, pp. 2-5.

development through incentive programs such as tax relief and zoning bonuses.

Coconut Grove Station

Located at the intersection of Southwest Twenty-seventh Avenue and South Dixie Highway (U. S. 1), the Coconut Grove station is within one mile of the Coconut Grove village center, the Dinner Key recreation complex, the Coral Way and Southwest Twenty-seventh Avenue commercial corridors. In the immediate vicinity of the station are two low density residential areas separated from each other by U. S. 1; the Douglas Park and Silver Bluff neighborhoods both contain predominantly Latin populations. The Silver Bluff area is a stable neighborhood of well-kept single-family homes which are owner occupied. This neighborhood has a large number of senior citizens.

In the Douglas Park neighborhood, homes are being converted into, or replaced by duplexes. A decline in the average income and neighborhood condition has occurred since 1970. Some overcrowding of housing is now occurring in this neighborhood because adequate housing in moderate price ranges has been difficult to locate. In the Coconut Grove area, the population is predominantly white (non-Latins), with middle and upper middle incomes and high educational backgrounds. Most of the residents are homeowners. Over forty percent of the households are made up of only one individual, in most cases a young person living in a rental apartment.

Land Use

The area surrounding the Coconut Grove Station is residential, including both single-family homes and apartments.

The areas most likely to experience new development or redevelopment due to the opening of the Coconut Grove Station are the commercial and industrial zones (i.e., the properties immediately surrounding the station).

An industrial strip parallels the north side of U. S. 1; it includes light manufacturing, auto and marine services, contractors, wholesale distributors, professional offices, and a large Southern Bell distribution service center.

The intersection of Twenty-seventh Avenue and U. S. 1 has experienced a succession of small retail and service businesses. Despite the high visibility of this location, a number of businesses have failed to survive probably due to a lack of access created by traffic congestion.

The Miami Boys Club, located on Southwest Thirty-second Avenue, is a major institution; it provides athletic, social and cultural activity for youths. The transit station could become an important means of access to this facility.

Zoning

Based upon recommendations of the 1974 Coconut Grove Master Plan, several zoning changes have been implemented. These changes were intended to curtail direct access to U. S. 1 and to encourage high amenity, mixed-use developments and

townhouse redevelopment. North of U. S. 1 there are more traditional commercial zones.

The residential zones west of Twenty-seventh Avenue have duplexes and low density townhouses on multiple lots. Although there is little vacant land available in these areas, additional development is possible through conversion of existing single-family homes or demolition and replacement of deteriorated structures.[14]

Analysis

An industrial strip parallels the north side of U. S. 1; it includes light manufacturing, auto and marine services, wholesale distributors, professional offices and a large Southern Bell distribution service center. This type of strip development encourages the use of the automobile instead of encouraging people to become patrons of the transit system.

Most of the buildings in the station area are well maintained. However, in the low density residential areas there are a number of older homes and deteriorated structures that can be demolished to make room for new development.

Dadeland North Station

The area surrounding the Dadeland North Station includes a variety of uses ranging from single-family homes to

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[14]Florida, Coconut Grove Station Area Profile, Metropolitan Dade County Station Area Design and Development, September 1978, pp. 3-6.

industries, apartments, offices, and a regional shopping center. The regional center, Dadeland Mall, is the focal point of a high density, mixed use node designated as a Metropolitan Diversified Activity Center.

The intensive development already present in the vicinity of the Dadeland North Station has located there in response to the excellent regional access provided by the Palmetto Expressway, South Dixie Highway (U. S. 1) and Kendall Drive. With the completion of the Snapper Creek Expressway in 1981 and Stage One of the Rapid Transit System in 1983, there will be greater access to the metropolitan area. This increased access, and the designation of the area for intensive urban development, indicates a potential for new development.

Land Use

The station area is split diagonally by U. S. 1, with relatively intense apartment development located both east and west of the highway. A limited number of commercial establishments are located east of U. S. 1, and the remaining area consists of low density residential usage.

Dadeland Mall has 135 stores; it is the station area's single dominant commercial center. The apartments north of the mall and west of the station are confined by the Snapper Creek Expressway, Dadeland Mall, the Palmetto Expressway and the station. The industrial uses north of the station include small and moderate-size warehouses.

With the opening of the rapid transit system in 1983,

new development on vacant land and redevelopment on underdeveloped land may increase.

Zoning

This station area is zoned in consistence with existing uses, although most of the commercial uses are not developed to their maximum permitted densities. The residential districts present vary from low density estate districts to moderate high density districts closer to the station. The industrial districts do not include any areas not already industrially developed.[15]

Analysis

The increased access in the Dadeland North Station provides the potential for both redevelopment and new development.

The existing zoning categories should be maintained because of the intensive development already present in the vicinity. Older structures should be removed so that commercial uses may be developed to their maximum. High density development should be encouraged in the immediate vicinity of the station.

South Miami Station

The area surrounding the South Miami Station is noted for its diversity of land uses. By the year 2000 this area

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[15]Florida, Dadeland North Station Area Profile, Metropolitan Dade County Station Area Design and Development, August 1978, pp. 2-5.

will constitute the northern portion of an intensive development corridor along U. S. 1.

Although the predominant use of the City of Miami is residential, the station area includes institutional, industrial and commercial uses as well. This medium density area consists of residential development, primarily townhouses and low-rise apartments.

Land Use

The area most likely to experience new development and redevelopment due to the opening of the South Miami Station is South Miami's business center.

The station area is split by U. S. 1, with most of its commercial and office functions located downtown in the east district and the remainder in the west district. Both areas have grown steadily, but downtown is clearly dominant. The major institutions in the area are the South Miami Hospital and City Hall. Northeast of the station is an industrial area that constitutes one of the area's most dynamic components. Lee Park, a Community Development area north of the station, is presently undergoing substantial revitalization. In summary, the South Miami Station area combines all of the major land uses of the city in a dense area that has remained viable despite the impact of U. S. 1.

Zoning

The zoning of the station area corresponds closely with existing uses. Construction of medium density residential

development surrounding the commercial core appears to have leveled off. This zoning led to development which buffered existing single-family neighborhoods from intensive commercial uses. Since 1971, zoning ordinance revisions have resulted in decreased density limitations, leaving residential districts overbuilt and commercial districts underbuilt. In the only area of nonconformity, which exists west of the industrial district, a number of industrial uses are present in commercial zones.[16]

Analysis

Density limitations should be increased in this area, so that commercial districts may not remain underbuilt. Consequently, the commercial area may accommodate local as well as area needs in the most convenient and efficient manner.

Culmer Station

The Culmer Station will be located at the intersection of Northwest Seventh Avenue and Northwest Eleventh Street in the City of Miami. A major corridor, Northwest Seventh Avenue, divides the station area into two neighborhoods--Highland Park to the west and Culmer to the east. Each neighborhood has its own identity, land use patterns, and ethnic and socio-economic characteristics.

With a population of 2,100 residents, the Highland Park area is dominated by Whites and Latins with average incomes,

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[16]Florida, South Miami Station Area Profile, Metropolitan Dade County Station Area Design and Development, June 1978, pp. 3-5.

living in single-family homes and a limited number of mid-rise apartments. Within Highland Park, the area between the Seybold Canal and the Miami River is distinguished by its high quality single-family homes.

The Culmer area, with a population of 5,500 residents is inhabited by low-income Blacks living in low-rise apartments. Over one-third of the residents are under the age of eighteen and more than sixty-two percent of the families do not own an automobile.

Residences dominate the Culmer Station area with almost one-quarter of the area occupied by multi-family housing and another one-half by single-family houses. The next most common land use category consists of vacant land. The remaining uses within the area are institutional, industrial and commercial. Booker T. Washington Junior High School is located east on Northwest Sixth Avenue and Northwest Eleventh Court, and it is the largest public facility in the station area. The industrial uses east and north of the school are predominantly warehouses and storage facilities. The few available commercial services (drug store, coffee shop, grocery store) do not offer the diversity necessary to serve the Culmer community.

Land Use

Land uses around the Culmer Station are predominantly residential, with high density structures located to the east of Northwest Seventh Avenue. Located southeast of the station

are two recently constructed housing developments: Culmer Village Townhouses and Culmer Place (public housing); together they provide more than 236 housing units.

In the Highland Park community to the north and south of the station are low density residential areas. To the west on Northwest Eighth Street is an elderly-housing tower consisting of 104 units. South of the transit station is a one-acre vacant lot designated as surplus property by the Dade County School Board. There are numerous vacant sites surrounding Booker T. Washington and along the Miami River where development and redevelopment could occur. There are several dilapidated structures north of the station area, and wholesale warehouses and trucking businesses that are inconsistent with transit station development.

Both the declining incomes of area residents and the relocation of families due to urban renewal have deprived area businesses of market support, forcing shops and services out of the area.

Zoning

The amount of existing residential, commercial and industrial development is well below the holding capacity of current zoning.

Over the past seven years there has been little pressure from the private sector for zoning changes, but changes have been made to accommodate public renewal programs.[17]

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[17]Florida, Culmer Station Area Profile, Metropolitan Dade County Station Area Design and Development, October 1978, pp. 2-6.

Analysis

Neighborhoods north and south of the station contain dilapidated, single-family homes. Many of the commercial and industrial buildings along Seventh Avenue would benefit from beautification. For these reasons, redevelopment and development policies are needed to help restore the vitality that the area once experienced.

In the Culmer station area, various districts have been zoned for higher densities of development than exist. An incentive program and an area study could address the concern for higher density development.

The neighborhood surrounding the Culmer Station has many redevelopment opportunities, and the rapid transit system will further enhance the attractiveness of the area for development. Transit may act as the catalyst to attract both private and public funds for investment and large scale development in this area.

Dadeland South Station

Located at the southern terminus of the Rapid Transit System is the Dadeland South Station. This area has numerous intensive land uses located within it because of its easy accessibility to most of the county, via the Palmetto Expressway, U. S. 1, or Kendall Drive. The completion of the Snapper Creek Expressway by 1981 and the opening of the rapid transit system in 1983 will also increase the area's accessibility. The area has a population of 6,500. The area's residents are

generally younger and have higher incomes and more education than the population of Dade County as a whole. The single dominant land use of the area is Dadeland Mall, a regional shopping center. Dadeland Mall is surrounded by office buildings and free standing businesses. Together, these businesses form a major commercial activity center. A commercial strip is located along U. S. 1.

Land Use

Residential and commercial use dominate the Dadeland South Station area. High density offices and apartments surround Dadeland Mall. In 1975, this area was designated as one of the Metropolitan Diversified Activity Centers, where a mixture of commercial, office, residential, entertainment and support facilities were considered appropriate. Intensive development is limited to the areas along U. S. 1. The area east of U. S. 1, the commercial strip, is dominated by single-family residences ranging from modest homes to estates. Low and mid-rise apartments are found north of Dadeland Mall. The freestanding commercial uses and offices along U.S. 1 do not relate functionally to the Mall, but are dependent on accessibility provided by U. S. 1.

Zoning

The present zoning of the station area corresponds with existing development. However, the zoning districts permit

higher densities of development than those which exist presently.[18]

Analysis

Dadeland Mall was the leader in the urbanization of this previously underdeveloped agricultural area.

The Dadeland South Station area possesses all of the essential factors to produce increased development and redevelopment. In summary, it may be necessary to amend zoning ordinances so that proposed station area plans can be implemented. Zoning regulations should be designed for simplicity, flexibility and adaptability to changing circumstances.

Strip development should be minimized in transit station areas. This type of development does not efficiently serve pedestrian oriented stations.

Developers should be encouraged to develop those station areas with high development potential. New development should be integrated with the community so that the neighborhoods and businesses may be preserved and enhanced.

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[18]Florida, Dadeland South Station Area Profile, Metropolitan Dade County Station Area Design and Development, August 1978, pp. 2-6.

V. RECOMMENDATIONS

By providing a convenient and rapid means of transport for a major portion of Dade County's population, the rapid transit system will be able to affect the pattern of land development. On the local level, the increased accessibility can attract new development, intensify existing activities in the immediate station area, or provide opportunities for redevelopment. New development may or may not be consistent with existing or planned uses; appropriate land use regulations will have to be adopted to protect the area from undesirable changes.

The following are recommendations that may be used for managing land use adjacent to transit stations.

1. An incentive program should be developed, through which the County can influence private investors to develop in station areas with high development potential. This should be directed towards maintaining the character of the neighborhood.

2. Zoning is the primary tool available for implementing transit station area plans. However, zoning alone is insufficient since it cannot guarantee that private development will be integrated with public use. Furthermore, zoning alone cannot guarantee phase development. Phasing is defined as the timing or staging of development.[19]

    a. Existing zoning categories should be studied as to their effectiveness in implementing station plans.

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[19]Florida, Draft Milestone 3 Report Development and Land Use Policy, Kaiser Engineers, December 1974, pp. V-36.

b. After it has been decided that existing zoning is not sufficient, new zoning should be created which is directed towards achieving proposed station area plans.

3. Phasing should also be used with zoning techniques when trying to implement proposed station area plans. With the use of the concept of phasing, new development will occur in a limited number of areas at a given time, and the remaining land will be used for development later.

4. Decision makers should be cognizant of the need for new development and redevelopment in transit station areas where it is possible, specifically in the Brownsville station area.

5. Strip development should be discouraged in transit station areas. Where it exists or develops, parking should not be expanded; rather, the concern is with encouraging the community's reliance on transit.

6. Land acquisition policies should be developed so that vacant land in the station area can be acquired. By using land use controls this land may set the pattern for redevelopment around the station.

7. A general policy should be adopted that will resolve existing land use problems if possible.

8. Policies should be developed that integrate new station development with the existing environment and encourage new development that both benefits from and supports transit usage.

9. Transit induced growth should be controlled to ensure that new land uses are compatible with those already existing in the area.

10. A policy, not to expand the number of parking spaces, should be established thereby encouraging transit usage. (This should not cause additional problems because an easily accessible and fast means of transportation will be provided.)

11. Due to the high accessibility generated by the transit system, land areas adjacent to stations will become focal points for investors. This will provide opportunities for revitalizing areas surrounding transit stations. Planning efforts for station areas where high intensity activities are not appropriate should be discouraged. In this respect, every opportunity to maintain the neighborhood should be explored.

12. Residents should be involved in decisions impacting land use in areas adjacent to transit stations.

13. Safety should be considered when station area policies are being developed.

All of the recommendations may or may not be applicable to all of the transit stations. Each station has unique characteristics that should guide the implementation of each recommendation. These recommendations should aid in proposing plans that are consistent with existing land use adjacent to transit stations.

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